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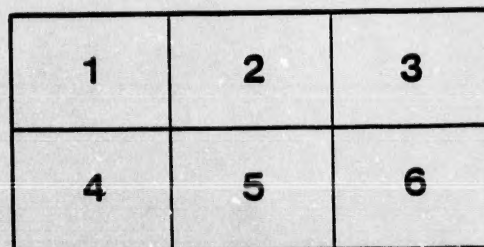
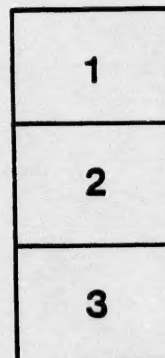
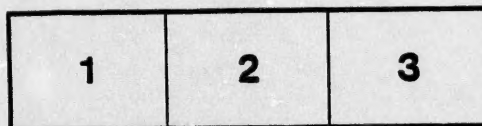
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*To the Council of the Corporation of the City of Toronto :*

The Board of Works, in compliance with the requirements of the "Act to provide for the better administration of the affairs of the Corporation," begs to submit the forty second and final report of its transactions for the current year.

On the 18th of January 1858 the following members of the Council were appointed to constitute the Board.

Name'y :—

Alderman Brunel.	-	-	St. Georges Ward.
" Carr.	-	-	" Andrew's "
" Dunn.	-	-	" Patrick's "
" Moodie.	-	-	" John's "
" Ritchie.	-	-	" David's "
" Smith.	-	-	" James's "
Councillor Gorrie.	-	-	" Lawrence "

A special meeting of the Board was held on the 21st of January, at which his Worship the Mayor presided, and there was a full attendance of the members who elected Alderman Brunel as their Chairman; from that period to the present date, fifty regular and fifteen special meetings have been called, at eight of which there were no quorum and at the others, the attendance of members was as shown in an appendix to this report which is inserted in compliance with the above mentioned Bye-Law.

On assuming office, the Board found that in consequence of several unforeseen expenses, and of under estimating the cost of repairing and maintaining the city works, its predecessor had incurred liabilities to the extent of \$2696 more than the Council of that year had placed at its credit, this excess embraces the sum of..... \$73 70 being one half cost of flagging sidewalks opposite the premises of Mr. W. P. Howland.

Do. Do. Do. Mr. C. E. Romain.....	212 80
Paid on account of judgment in favour of James Beatty, for claims of E. Coatesworth on contract, for repairing Streets in 1856.....	563 52
Paid to J. G. Norris, for damages arising out of abandonment of Work by the City.....	120 00

Expended on labour for cleaning streets, during the unusually open weather in the two weeks prior to the retirement of the Board.....	452 67
	<hr/> \$1422.76

Leaving \$1263.24 as the amount to be accounted for by deficiency of estimates.

Anxious to avoid the objectionable practice of expending money before obtaining the sanction of the Council, the present Board in its second report, presented on the 8th of February, laid before the Council, a full statement of the circumstances connected with the above mentioned over expenditure and requested that it might be discharged from the accounts of the current year; this report was referred to the Finance Committee, but as no action was taken the Board again brought the matter under the notice of the Council in its 19th Report, which was concurred in, and the Finance Committee was directed to make special provision for this item: that Committee however failed to do so until the matter was again brought up by the 39th Report of this Board, which was called for by the intimation that the over expenditure of 1857 would be charged against the appropriation for the current year, at a period when the Board had every reason to suppose that the amount had been otherwise provided for as ordered by the Council, and when the balance of the appropriation was too small to meet the charge; the result was, to suspend all operations of the Board in relation to street repairing; subsequent to the presentation of the 39th report, the necessary action was taken by the Finance Committee.

This over expenditure is thus particularly alluded to, as shewing the importance of strictly adhering to the principle of not ordering any expenditure of money until a vote of the Council has placed the funds wherewith to meet it at the disposal of the Board.

This principle has been carefully followed during the year now about to close, and although some necessary works of repairs have, in consequence, been left undone, it is believed that the example thus set will be more than an equivalent for any inconvenience or damage that will be sustained.

On the 26th of January, the Council placed at the credit of the general street account the sum of \$2000, and on the 1st of March, the further sum of \$4000 was also placed at its credit, with instructions to expend it in such works as would best provide employment for the unemployed labouring men. Previous to this the operations of the Board were confined to street repairs of a minor character, the whole cost of which amounted to \$1099 35; but subsequent to that date, in order to



give effect to the instructions which accompanied the vote of \$4000, the grading of Wood, Alexander and Maitland Streets, and in connection therewith the filling of Church Street was commenced, and at the request of the Committee on Police and Prisons, some leveling on the Industrial farm was also undertaken. A large number of men were also employed in throwing snow from the gutters into the middle of the streets, which although an unusual employment is believed to have been useful, inasmuch as the water courses were thus kept free, the sleighing within the City prolonged by at least two weeks, and the wear and tear of the streets saved for that length of time. Other men were employed in breaking stone, but as the first cost of the material formed so large a share—about three-fourths of the outlay, it was considered that the purchase of any considerable quantity from the funds above mentioned would be inconsistent with the intentions with which they were voted.

During the month of March, while the above named works were in progress there were no less than 1021 applications for employment; it was impossible with the organization then available or with the tools at the command of the Board to employ so many hands, the Board therefore adopted the expedient of affording partial employment, and when men had worked four days, they were made to give place to others for a similar period, and so on in rotation, the labour was thus distributed amongst the whole of the unemployed as widely as possible; for the same purpose, the wages were fixed at half a dollar per day. But by those who are acquainted with the practical superintendence of labour it will be readily understood that works executed under the above named circumstances will not have been done in the most economical manner, and it is also sufficiently obvious that the economic results which are anticipated from having kept the streets covered with snow as long as possible will not be appreciated immediately, it is therefore unavoidable that the gross expenditure under the head of "general street account" will be somewhat greater than it would have been under other circumstances; but inasmuch, as by undertaking the works in the manner stated, a very large measure of relief was provided for the industrial classes, who would otherwise have remained unemployed it is believed that the Council as well as the citizens generally will concur in the course pursued.

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In its 12th report the Board presented to the Council, an estimate of the anticipated cost of current repairs, during the year, amounting to \$67,617; being composed of the following items.

Stone and Labour for Repairing and maintaining macadamized streets.....	42,000 00
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Scraping and cleaning do do.....	10,000 00
Renewal of sidewalks.....	6,817 00
Repairs of sidewalks.....	5,000 00
Renewal of street crossings.....	1,000 00
Repairs of culverts.....	800 00
Contingencies.....	2,000 00
	<hr/>
	\$67,617 00

The above estimate, which was intended to cover the previous appropriations of \$6000, was adopted by the Council, on the 4th of May, and was believed to be a fair exhibit of the cost of the several items named, but owing to the cheapness of labour and material in comparison with previous years, as well as to the economy exercised in carrying on the works, a large reduction has been made from the estimated cost; notwithstanding this reduction however, the sum of \$45,000 voted by the Council on the 8th July, "towards the estimate of the Board of Works," was insufficient to meet the required expenditure; indeed it is difficult to imagine by what process of reasoning the Finance Committee arrived at the amount it placed in the estimates for the year for this service, for that Committee must have been cognizant of the fact that the expenditure for 1856, and 1857, when the length of sidewalks, macadamized roads, as well as the extent of City works generally were less than in 1858 by a very considerable proportion, and when all renewals of sidewalks were provided for as permanent improvements, to be paid for out of borrowed capital, was in excess of the amount provided for in the current year by at least \$10,000. The Board has therefore been compelled to apply for a further appropriation which is done in its 32nd Report, and although that report was not taken up in time to enable the Board to perform the repairs necessary for preserving the City works in that state of thorough cleanliness and good order which was desired, it must not be understood that any saving has been thereby effected; for the expenditure which, for the reasons stated has been postponed for the present must be performed in the Spring at an enhanced cost. A comparatively small outlay in cleaning and recoating some of the macadamized streets during the recent open weather, for which the broken metal is on hand, together with some minor repairs to culverts, crossings, and the like would have enabled the Board to transfer to its successors all the city works under its care, in a better state than they have been in at any previous date.

The 12th Report enunciated the principle that "all renewal of works should be provided for out of the annual revenue, or in other words should be considered as repairs, and as such, charged against the general street account," before the commencement of the now

closing municipal year this rule had not been followed, and as previously stated the cost of all works that were entirely renewed was chiefly provided for out of the borrowed capital; by the adoption of the present rule therefore the renewal of sidewalks estimated at \$6817, and the renewal of wood crossings estimated at \$1000, constitute a charge on the general street account not hitherto borne by it, and in order to institute a just comparison of that account with previous years, the last mentioned items must be deducted, this being done the three years will compare as follows.

Expenditure for general Street repairs in 1856.....	\$52,719
Do in 1857.....	55,848
Do in 1858.....	37,880 82

The total expenditure in 1858 having been \$43,346 89.  
and the amount expended for renewals as above explained, \$5,466 07

The amount placed at the credit of the general street account for the year now closing, has been \$45,000, to which the sum of \$60 received for old plank sold by tender will be added; the amount of accounts audited to the present time is \$43346.89, leaving a balance of \$1713.11 which will only suffice to meet the accounts outstanding, but not yet audited; the Board is therefore of opinion that a further vote of \$2,500 should be placed at the credit of the same account which will enable the Board to pass a balance to its successors sufficient to meet any emergency that may arise, should, as is extremely probable, a period of open weather set in before the new Board has had time to press the matter on the attention of the incoming Council.

In closing this part of its report the Board has much satisfaction in stating that while it inherited only 63 toise of broken stone for street repairs it will bequeath to its successor no less than 394 toise, which may be considered as an addition to the balance above mentioned of \$5910 and as none but the best quality of field stone has been purchased during the closing year, this material is of a very superior quality.

The By-Law authorising the borrowing of \$115,722, for permanent improvements having received the sanction of the ratepayers, the Board set about the construction of the works therein provided for, but their extent, and the lateness of the season at which the authority for their construction was obtained, rendered it impossible to complete them before the closing in of winter.

The principal works remaining unfinished are the experimental block paving on Yonge Street, for which the material is on hand, the laying down of some macadamizing, and the boulder paving on Windsor



Street, the Board therefore leaves the completion of these works and some others of minor extent to the next Board; in this connexion it may be remarked that the law prohibits the diversion of the funds, raised for these works to any other purpose whatever.

In letting the works authorised by this By-Law, as well as those connected with the repairs, the Board has invariably given the contracts to the lowest offer, provided the sureties were considered sufficient and the forms under which the tenders were received complied with; the Board has taken this course in the belief that it would best meet the approval of the Council, but although the works have been thereby let at a very low rate, many of them have fallen into the hands of inexperienced persons, and to such an extent has this happened, that only one of the contractors for the laying down of sidewalks, has ever before been engaged in similar works, it has in consequence been nearly impossible to secure such excellence in the construction of the works, or in the quality of the material, as the Board was anxious to procure; but nevertheless, it is believed that they are as a whole equal, if not superior to any heretofore executed for the City, the main sewers are especially worthy of commendation, and notwithstanding the occurrence of some delays in their completion, there is no room for serious complaint against the contractors.

The Board has much satisfaction in referring to the extension of the main sewers, as authorized by the By-Law, and when the great value of these works, in a sanitary point of view is considered, their completion must be matter of satisfaction to the City generally; they constitute a portion of the general system of sewage adopted in 1857, and it now only requires that the mains on Yonge and Parliament streets, should be extended northward to the contemplated limits, and the system will be as complete as the wants of the City will require for many years to come. But although the main sewers may be considered thus near completion the subsidiary drainage is yet in a great measure to be provided for; the uncertainty which prevailed during the greater part of the year as to the form in which those portions of the new Municipal Act which relate to these works would finally pass the Legislature, retarded the construction of these works in localities where individuals were willing to be specially assessed for their cost, and although the law as it stands authorizes the levying of a special rate for the use of them in the form of a rent charge, as well as making their use compulsory yet their construction require the raising of capital to an extent which can only be effected by the City at large; notwithstanding therefore that this Board has recommended the construction of a large amount of subsidiary drainage, the cost of which would have been cheerfully borne by the petitioners, and although those recommendations have been concurred in by the Council, and the Board ordered to accept tenders for the work,



the failure of the Finance Committee to provide the ways and means to meet their first cost has prevented the execution of these very important improvements,

The 26th Report of the Board which was adopted by the Council, on the 22nd of November, recommends, as a measure preparatory to placing the construction of works of this kind on a more satisfactory footing, that a general survey of the existing sewers, and a careful definition of the boundaries of all property abutting on them should be made; for this work some preparation has been made but the pressure of other business incident to closing the accounts for the year has prevented greater progress.

The amount made available for this service by the concurrence of the Council in the above named report, is, \$2046 and further particulars are shewn in the appendix

In the appendix (p. 36) a synopsis of the works of permanent improvement is given by reference to which it will be seen that their total cost was estimated at \$115,722, of which sum there has been expended \$77,645,70, that the amount required to complete them is \$15,155 70 and that the surplus which will remain will amount to about \$22,532 20. It is not the duty of the Board to deal with this surplus, as the law provides that no money raised for a specific purpose shall be applied to any other, but it is gratifying to know that the expenditure has been kept so much within the estimates.

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As many members of the Council as well as some of the citizens appear to entertain an erroneous opinion of the nature and extent of the duties which devolve on the Board, and its officers, it may not be amiss briefly to review the statistics by which those duties may be represented.

The total amount of money expended by the Board during the year now terminating has been \$149,509 08 exclusive of \$912,64 which was also expended under its management on the Industrial Farm, this brings the gross amount to \$150,421 72; but in justice to the Surveyor and his staff it must be stated that \$10,600 has been expended under his supervision by other committees, so that in calculating the per-centage of cost for supervision and management the sum of 161,021 72 will be used. The total cost of this department for every purpose connected with this large outlay has been \$3860,00 being 2 2-5 per cent; of the sums thus expended, however, \$43,346 was for repairs or general street account, a class of work which involves a very much larger expense for supervision in proportion to outlay than is required for new works, if therefore the per-centage on it is calculated at 4 per cent, the per-centage on the

cost of permanent improvements will be reduced to about 1 3-4 per cent, a ratio of cost which, as it includes all preliminary surveys and estimates, the making of plans and specifications, as well as the preparation of the contract deeds and bonds, and general supervision of the works, must be admitted to indicate a careful economy which has never been exceeded, and rarely equalled.

It will not be considered invidious, if in reply to the aspersions which have been cast against this Board, the above rate of outlay for superintendence is compared with that which prevailed in the two preceding years. In 1856 the outlay for general street account was \$52,719, and for permanent improvements \$116,310 the cost of the department in that year being \$5260 or 3 1-10 per cent on the gross outlay of \$169,029; but, if the cost of supervising the repairs is calculated at 4 per cent, then the supervision of permanent improvements will be represented by 2 7-10 per cent. Again, in 1857 the expenditure for repairs was \$55,848, and for new works \$32,170, while the cost of superintendence, allowing 4 per cent on the former amount must be charged at 6 per cent on the latter to make up the cost of the department for that year, namely, \$4160.

Similar comparisons would be instituted for years previous to 1846, if the transactions of the department had been recorded in such a manner as to afford the necessary data for comparison, but while enough is known to warrant the statement that the ratio of cost was greatly in excess of that which prevailed during the three years alluded to, the expenditure is not classified with that degree of accuracy which admits of precise details, and in this connection it may be proper to state that prior to 1856, no Books except minutes of its meetings had been kept by the Board from which an exhibit of its transactions can be made out, while during the subsequent years, a full set of accounts have been kept by double entry, as well as other books in which the most minute details of the Board's proceedings are recorded; from these it has been ascertained that during the closing year there has been recorded 1681 minutes which are numbered and indexed for reference, 2280 notes and memoranda have been entered for the guidance of this and other Boards, and there has been audited 532 separate accounts and certificates, to each of which has been attached three distinct vouchers and declarations as shewn in the appendix, (p. 34-5) all of which are signed by the Surveyor and Chairman; the Board has also received, classified, and acted upon 341 Tenders as more fully exhibited in schedule (p. 33). There has been referred to the Board by the Council, 97 petitions upon all of which reports have been made, in many cases requiring particular and careful enquiry into proceedings of previous Council; a correspondence of very considerable magnitude has also been conducted; the City Surveyor has submitted

to the Board 48 written reports relative to various matters and among other details it is found that there has been measured, and the contents calculated and entered on the Books, the particulars of no less than 1250 separate quantities of stone broken or unbroken. Bonds and other documents connected with granting permission to construct 67 private drains have been prepared, and all the provisional surveys drawings specifications and other preliminary work connected with contracts for the subsidiary drains which remain unconstructed, as well as many other documents which can not be classified have been prepared under the direction of the Board or its officers, including the issuing of 954 notices in relation to the awnings and other matters connected with the Committee on Police & Prisons.

In concluding this portion of the report the Board submits the following statement of the quantity of the finished works which have been executed during the closing year, viz:—

Length of Sewers two miles.

“ Planked sidewalks, 13½ miles.

“ Macadamizing complete, three miles.

“ Do. in progress and for which the material is nearly all on hand, 1½ miles.

“ Turnpiking and grading streets, 4¼ miles.

Boulder paving, 4009 yards Superficial.

Wooden street crossings, No. 138.

Stone “ “ “ 7.

New culverts constructed “ 35.

With reference to the future, the Board has but few suggestions to offer; its successors will doubtless know how to examine the proceedings of the year closed by this report, and will adopt so much of the policy of the present Board as may be conducive to the general interest of the City, while it will engraft such improvements on that policy as may be conceived best adapted for the further promotion of those interests, and no portion of the citizens will more heartily rejoice at any amendment that may be introduced by the new Board than the members of the present one.

It may not be amiss however to refer briefly to one or two points to which this Board attaches much importance. And first,—it is strongly urged that while in compliance with the By-Law under which this report is submitted, the Board should in no case incur any liability nor authorize any expenditure however small until the funds with which to meet it have been voted by the Council; the estimates on which all appropriations are made should be carefully considered; by rigidly adhering to this policy the necessity for taking up the estimates for the

current year at the earliest possible period, will be more strongly impressed on the Council, and the importance of carefully revising them and of basing them on reliable data will take the place of that desire to introduce amounts in round numbers, which in defiance of every business principle has marked the proceedings of former years; a course it may be remarked, which has in every case resulted in amended estimates after the rates for the assessment have been determined, and almost invariably in an anticipation of the revenues of the succeeding year.

Secondly;—adherence to the policy of providing for all repairs and renewals of works, in the estimates for the general street account is strongly urged upon the incoming Council as well as the succeeding Board, the departure from this policy which has prevailed in former years has been most injurious to the interests of the City as well as subversive of sound economy, and has resulted moreover in producing an erroneous impression as to the cost of repairs and maintenance of the city improvements.

Thirdly;—the Board would direct the attention of its successor to the subsidiary drainage which in several localities has been petitioned for; as tenders for the work have been accepted, the question may properly now be considered as one of finance, but it originated in the existing Board, and it is proper to place on record the considerations by which this Board was induced to recommend the construction of these works which have been delayed by causes previously referred to.

The construction of works useful only to limited localities, at the general cost of the City has long been felt to be an evil, but the municipal law was not sufficient to enable preceeding councils to provide an equitable remedy; hence the attempts to provide for the cost of works of this class by local assesment have been inoperative, inasmuch, as the form in which the By-Laws enacted for that purpose were passed, have not been sustained by the Courts when they have been contested, it has resulted therefore that while the privilege of using some portion of the sewers has been paid for by parties using them, the greater portion are so used without any compensation to the City, and their cost is borne by the general revenue, and besides there has heretofore been no law by which the drainage of premises directly into the sewers could be made compulsory, therefore many who have built contiguous to premises already drained have availed themselves of the opportunity to drain without cost, by keeping their basement floors a few inches above those of their neighbours, the injustice of this is manifest, nor is the injustice of allowing the proprietors of vacant lots, which have been enhanced in value by the construction of sewers in adjacent streets, to escape without contributing an equitable proportion of the



rate necessary to defray their cost, less apparent. Out of the 194,102 feet of frontage abutting on streets where sewers are in existence only 44,432 feet have paid for the privilege of using them; and if the frontage which represents property not liable to City rates is taken at 50,000 feet, there still remains a frontage of 100,000 feet from which a revenue might be derived. As soon therefore as the new Municipal Act had passed the Legislature the Board did not hesitate to recommend the construction of the works enumerated in its 15th report the cost of which may be provided for by enacting a By-Law under the powers granted by the following clause of the Municipal Act of last session.—Section 290.—Subsections

15. "For ascertaining and compelling owners, tenants and occupants to furnish the Council with the levels of the cellars heretofore dug or constructed, or which may hereafter be dug or constructed, along the streets of the municipality such levels to be with reference to a line fixed by the By-Laws.

16. "For compelling to be deposited with an officer to be named in the By-Law, before commencing the erection of any building, a ground or block plan of such building with the levels of the cellars and basements thereof with reference to a line fixed by the By-Law.

17. "For regulating the construction of cellars, sinks, water closets, privies and privy vaults, and the manner of draining the same.

18. "For compelling or regulating the filling up, drainage, clearing, altering, relaying and repairing of any grounds, yards, vacant lots, cellars, private drains, sinks, cesspools, and privies; and for assessing the owners or occupiers of such grounds, yards, or of the the real estate on which the cellars, private drains, sinks, cesspools, and privies are situate, with the cost thereof if done by the Council on their default."

19 "For making any other regulations for sewerage or drainage that may be deemed necessary for sanitary purposes."

20 "For charging all persons who own or occupy property, which is drained into a common sewer, or which by any By-Law of the Council is required to be drained into such sewer with a reasonable rent for the use of the same; and for regulating the time or times and manner in which the same is to be paid."

Such a By-Law as might be enforced under the authority thus granted, might be made to produce a revenue from the works already con-

tructed, but unused, as well as from those constructed hereafter, which would bear equitably on all interested, and after providing for the interest on the cost of works immediately or hereafter required, would contribute a considerable amount annually towards the burden inflicted on the general revenue by the cost of those works already in existence, and therefore in abatement of the taxes.

The amount of rental which should be imposed by the contemplated By-Law has also engaged the attention of the Board, and it is of opinion that while it would be unjust to make property abutting on main sewers, which may be considered as having a general value to the whole City, bear the whole cost of those works, yet, in all other cases the rental should be made to represent the interest, together with a sufficient sinking fund for renewal and repairs of such a capital as will represent the average value of the whole system of sewage.

It is a matter of regret with the Board that this important question has not been dealt with in a practical manner during the year now brought to a close, but as the question of levying this rate is so intimately connected with the financial arrangements of the City it would not have been consistent with the duties imposed on this Board to introduce the necessary measures without obtaining the co-operation of the Finance Committee, it therefore remains to be dealt with by a future Council, and it is strongly urged that a satisfactory adjustment of it should be at once taken up as a matter of very great consequence to a large number of ratepayers.

In connection with these sewers, the Board would recommend that the survey and maps so necessary to an adjustment of the question should be completed without unnecessary delay, and it may also be mentioned that as many encroachments on streets and other city property, have been made, the extension of the survey of the sewers, with a view to settling those other matters of boundary would be productive of the most beneficial results.

Fourthly ;—The Board would direct the attention of its successor to the recommendations of its 4th, and 21st Reports in relation to subsidiary drainage, which have been concurred in by the Council, and especially to that portion of them which urges the necessity of providing for the drainage of the back lanes and alleys, where the accumulation of the excreta of animals and other filth is annually creating serious cause for alarm in connexion with the health of the City, especially of that portion of the industrial population whose circumstances compel them to reside in the vicinity of those receptacles of filth.

Fifthly ;—The Board sees no occasion for recommending the prosecution of any new works during the succeeding year except those connected with the subsidiary drainage above alluded to, which should be provided for by a local assessment and the completion of such as were authorized by the By-Law of 1858.

In conclusion this Board has much satisfaction in being able on going out of office to hand over to its successor a balance which though small in amount is a sufficient evidence that in no case has the vote of the Council been exceeded.

All which is respectfully submitted.

Signed, A. BRUNEL,

*Chairman*

BOARD ROOM,  
January 8th, 1858.